



Draft

Bureau of Land Management

National Scenic and Historic Trails Strategy and Work Plan

Document for Public and Agency Review

Comment Period: Closes July 1, 2005

Produced by:

Department of the Interior

Bureau of Land Management

National Landscape Conservation System

National Scenic and Historic Trails Program

Washington, D.C.

Dear Reader:

The Bureau of Land Management's (BLM) National Landscape Conservation System Office is pleased to provide you with the Draft National Scenic and Historic Trails (NSHT) Strategy and Work Plan. After reviewing this document, you may submit comments electronically to WO_NSHT_Strategy@blm.gov, or mail them to NSHT Strategy and Work Plan, Bureau of Land Management, National Landscape Conservation System, 1849 C Street NW LS-305, Washington, D.C. 20240. The review period is open until July 1, 2005.

The purpose of this national-level strategy is to provide a 10-year framework for the development of program guidance and direction for improved management of the BLM's NSHT Program. The strategy contains a mission statement, followed by a set of goals, objectives, and actions. The work plan outlines approximate completion times and the lead office. The BLM expects to implement the strategy over the next 10 years, based on funding, staffing, and priorities. All work in the strategy is based on authorities in the National Trails System Act, the National Historic Preservation Act, and other related law and policy.

The need for the strategy includes improving the BLM's administrative oversight functions for this program, enhancing visitor services and recreation management, providing consistent direction for the protection and development of trail resources in a multiple-use environment, and advancing partnering with trail organizations and other agencies along these trails.

The BLM manages land along two national scenic trails and 10 national historic trails in 10 Western States. The agency manages more miles of national historic trails than any other federal agency. The Bureau is also the trail administering agency for the Iditarod National Historic Trail in Alaska, and partners with the National Park Service in this role for the El Camino Real de Tierra Adentro and Old Spanish National Historic Trails across six Southwestern States. The BLM also manages seven major trail-related visitor centers, often in partnership with State or local agencies and groups.

Your comments, suggestions, and ideas on how we can improve this strategy are encouraged. It is only through the participation of individuals and groups such as you that we can effect positive change in our resource programs.

Elena Daly
Director
National Landscape Conservation System Office
Bureau of Land Management

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Introduction

The National Trails System Act passed in 1968, establishing the National Trails System. It states that *“In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote the preservation of, public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas and historic resources of the Nation, trails should be established...”*. The Bureau of Land Management (BLM) is entering the 37th year of managing and administering designated national scenic and historic trails.

To date, BLM manages land along two national scenic trails totaling 608 miles, and 10 national historic trails totaling 4,877 miles in 10 Western States (see Appendix 1- The BLM National Scenic and Historic Trails Mileage Table). The national scenic trails include the Pacific Crest and the Continental Divide, and the historic trails include the Iditarod, Nez Perce, Mormon Pioneer, Lewis and Clark, Oregon, California, Juan Bautista de Anza, El Camino Real de Tierra Adentro, Old Spanish, and Pony Express (see Appendix 2). Eighty BLM Field Offices manage more miles of national historic trails than any other federal agency.

In addition, the Bureau administers (serves as point agency for) the Iditarod National Historic Trail in Alaska, and partners with the National Park Service in this role for the El Camino Real de Tierra Adentro and Old Spanish National Historic Trails. Trail administration means coordinating all federal, State, and local governments, trail organizations, any advisory council, interested private landowners, and other interested parties and land users to plan and manage the trail.

The BLM also provides funding for, manages, or co-manages seven major trail-related visitor centers, often in partnership with State or local agencies and groups, including the El Camino International Heritage Center (New Mexico), Fort Benton (Montana), National Historic Trails Interpretive Center (Wyoming), National Historic Oregon Trail Interpretive Center (Oregon), Pompey’s Pillar Visitor Contact Station, Sacajawea Interpretive Cultural and Education Center (Idaho), and the California Trails Center (under development in Nevada).

Background

The Bureau’s responsibility for managing and administering congressionally designated trails dates back to the passage of the National Trails System Act in 1968, which included the designation of Pacific Crest National Scenic Trail. This trail falls in part on BLM-managed land. In 1976, the Federal Land Policy and Management Act referenced the National Trails System, reaffirming BLM’s involvement with these trails. Agency responsibility increased with the designation of 5 more trails in 1978, and the work scope changed when the Department of the Interior named BLM as trail administrator for the

Iditarod National Historic Trail in Alaska. During the 1980's one more trail was added. Three trails were added in the 1990's and 4 in the 2000's. To date, seven major trail-related visitor centers have been built or are under construction for these trails involving BLM.

The BLM uses policy guidance from related laws, regulations, and policies for consistency in planning, mitigation, and other actions across the agency for these trails. One regulation exists for the Continental Divide National Scenic Trail regarding motorized use.

The Bureau participates as a member of the Federal Interagency Council on Trails, including the National Park Service, U.S. Forest Service, Federal Highway Administration, U.S. Fish and Wildlife Service, and others. The group currently operates under a Memorandum of Understanding focusing on uniform implementation and a seamless interagency approach to management where possible. The Bureau also partners with approximately sixteen national scenic and historic trail organizations dedicated to the advocacy, preservation, and day-to-day care of these trails.

With the creation of the National Landscape Conservation System (NLCS) Office for oversight of Congressional and Presidential designations in 2000, BLM national scenic and historic trails are now managed as one program. The NLCS Office works closely with the BLM recreation, cultural resources, and engineering groups as well as others to help ensure a more consistent management approach.

Issues

The need for a strategy and work plan stems not only from the addition of new trails, new trail administration responsibilities, new visitor centers, and policy improvement, but also from a growing number of management issues in the field. These issues not only concern BLM staff and managers, but also trail organizations and other public land interests and users as well.

Recreational use is increasing significantly for some trails due to events such as the Lewis and Clark Bicentennial, re-enactments, re-tracing, and recent trends in heritage tourism issues with trail conflicts, sanitation, visitor facilities, trail ethics, vegetation and soil loss, historic site vandalism, visitor health and safety, law enforcement, travel management, interpretation, and education result. Concerns surface with the high cost of construction and operation of visitor centers, partnership work, and visitor center integration with trail administration and management. Public issues arise with trail access, land acquisition, land disposal or exchange, easements, permitting, and trespass.

Improvements in planning, plan coordination, and mitigation are needed. This includes the statutorily required comprehensive trail management planning, and agency land use and activity planning. It also includes the potential location and mitigation for new projects implemented within national scenic and historic trail settings and view-sheds.

Partnering with other agencies and trail organizations can create opportunities and challenges. These include but are not limited to roles, levels of involvement, training, volunteer care, tracking of volunteer time, job titles and position descriptions, partnership relations, agreements, and seamless management.

Lastly, funding is a basic and essential program component. Budget levels, tracking, accountability, justifications, workload measurement, staffing levels, staffing time, partner contributions, challenge-cost share and other factors contribute to the stability of the National Scenic and Historic Trails Program in the agency and must be addressed.

Authority

This Draft National Scenic and Historic Trails Strategy and Work Plan will provide a framework for the development of program guidance and direction for BLM over the next 10 years. The strategy and subsequent work will be based on existing laws, regulations, executive orders, agency policies, and departmental and agency strategic plans. These documents include but are not limited to the National Trails System Act, the National Historic Preservation Act and related laws, Executive Order 13195 “Trails for America in the 21st Century,” the Department of the Interior’s Strategic Plan 2003-2008, and the BLM’s Priorities for Recreation and Visitor Services. The NLCS Office is developing this national strategy with input from various Bureau programs, agencies, trail organizations, and public land interests.

Note that this strategy and work plan will only guide the National Scenic and Historic Trails Program for the Bureau, not all components of the National Trails System Act. National Recreation Trails and the Rails to Trails program are also included in the Act, but are outside the scope of this document due to differences in levels of designation, varying uses, purposes, complexity, processes, unique constituency groups, and relative size and mileage of the programs. These other trails may be addressed in the ongoing series of trail and travel management strategies by the BLM National Recreation Group, including such products as the National Management Strategy for Motorized Off-Highway Vehicle Use, and the National Mountain Bicycling Strategic Action Plan.

Process

The basis of this strategy stems from work completed at a facilitated Bureau of Land Management National Scenic and Historic Trail Workshop held at the Mission Inn in Riverside, California in March 2004. After the workshop, a core team of BLM trails program staff, assisted by a management advisory group, analyzed and compiled the workshop product into an initial draft National Scenic and Historic Trails Strategy and Work Plan. The initial draft was reviewed internally, and comments were addressed and incorporated by the core team. This draft is the result of that work and is available for public review until the end of the comment period.

Draft BLM National Scenic and Historic Trails Strategy

The following is the Draft BLM National Scenic and Historic Trails Strategy which will guide the Bureau in preparing its first programmatic direction for the management and administration of these trails. It contains the Statement of Policy and the related objectives and purposes from the National Trails System Act (P.L. 90-543, as amended, *et. seq.*), BLM's proposed Mission Statement for the National Scenic and Historic Trails Program, and goals, objectives, and actions that will guide the agency in developing a consistent approach to administering and managing these trails. Improved program management over the next several years will ultimately result in enhanced visitor services along the trails, consistent standards for protecting and developing trail resources, and improved partnerships with trail organizations and other agencies.

Statement of Policy from the National Trails System Act:

“In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote the preservation of, public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas and historic resources of the Nation, trails should be established (i) primarily, near the urban areas of the Nation, and (ii) secondarily within scenic areas and along historic travel routes of the Nation which are often more remotely located.

The purpose of this Act is to provide the means for obtaining these objectives by instituting a national system of recreation, scenic and historic trails, by designating the Appalachian Trail and the Pacific Crest Trail as the initial components of that system, and by prescribing the methods by which, and standards according to which, additional components may be added to the system.

The Congress recognizes the valuable contributions that volunteers and private, nonprofit trail groups have made to the development and maintenance of the Nation's trails. In recognition of these contributions, it is further the purpose of this Act to encourage and assist volunteer citizen involvement in the

planning, development, maintenance, and management, where appropriate, of trails...”

Objectives and Purposes of the National Trails System Act

National Trails System Act Objectives

Section (a)

1. Provide for recreation needs and
2. Promote preservation of, public access to, travel within, and enjoyment and appreciation

Purposes of the National Trails System Act

Section (b)

1. Provide a means for attaining these objectives
2. Institute a national system
3. Prescribe methods and standards to add components

Section (c)

1. Recognize contribution of volunteers and private, nonprofit trail groups
2. Encourage and assist volunteer citizen involvement where appropriate

Mission Statement

“The mission of the BLM National Scenic and Historic Trails Program is to connect people to the land and its scenic wonders, our heritage, our cultures, and our communities. Through partnerships, community involvement, citizen action and agency commitment, the BLM will administer and manage the diverse network of Congressionally-designated trails and associated landscapes. In order to provide for enriching and inspiring experiences, the BLM, in fulfilling our multiple-use mandate, will protect and sustain trail resources while fostering visitor enjoyment, appreciation, and learning opportunities.”

Goals

ADMINISTRATIVE GOAL: Institute and formalize the National Scenic and Historic Trails Program within the BLM pursuant to the National Trails System Act and our multiple-use mandate.

‘The BLM will administer and manage the diverse network of Congressionally-designated trails and associated landscapes.’

RESOURCE GOAL: Protect and sustain trail resources in order to provide for enriching and inspiring experiences, scenic landscapes and/or historic settings.

‘In order to provide for enriching and inspiring experiences, the BLM, in fulfilling our multiple-use mandate, will protect and sustain trail resources.’

PARTNERSHIP GOAL: Engage and encourage partnership involvement in the planning, development, maintenance, and management, where appropriate.

‘Through partnerships, community involvement, citizen action and agency commitment, the BLM will administer and manage the diverse network of Congressionally-designated trails and associated landscapes.’

VISITOR GOAL: Promote appropriate public access and foster visitor enjoyment, appreciation, and learning opportunities in order to provide for enriching and inspiring experiences.

‘In order to provide for enriching and inspiring experiences, the BLM will foster visitor enjoyment, appreciation, and learning opportunities.’

ADMINISTRATIVE GOAL: Institute and formalize the National Scenic and Historic Trails Program within the BLM pursuant to the National Trails System Act and our multiple-use mandate.

Objective 1: Establish an administrative infrastructure focusing on the National Scenic and Historic Trail System in the Bureau.

Rationale: *In order to institutionalize the National Scenic and Historic Trails Program in accordance with congressional intent and pursuant to the mandates of the National Trails System Act, this objective creates and refines roles within the BLM's organization. Implementation will result in coordinated and consistent approaches, cost efficiencies, and reduction of management conflicts.*

Actions:

1. Assess Workforce. Assess workforce needs and develop a table of organization for the BLM National Scenic and Historic Trails Program, including roles and responsibilities in the National, State, District, and Field Office levels. Consider other agency structures.

- Create administrative structure. Define the roles and responsibilities of State and Field Offices in planning, administration, and management of national scenic and national historic trails. Assess needs for additional staff (e.g., Trail Liaison for each trail).
- Clarify relationships and increase coordination between the following: Trail Administrators, Trail Liaisons, Primary State Office Contacts, Primary Field Office contacts, Visitor Center Contacts, Washington Office Contacts (NLCS, Cultural, and Recreation).

2. Establish Trail Expert Team. Develop workgroup of trail experts and master performers who have knowledge and experience covering the specific aspects of National Scenic and Historic Trails.

- National Scenic and Historic Trails Coordinator, State Trail Leads, specific trail managers, and other agency leads and outside groups will develop list of information needs.
- The contact list with associated expertise would be made available to all the trail managers.

3. Determine need for potential and existing visitor/interpretive centers' roles. In cooperation with affected BLM programs, define the role of trail-related visitor centers as a component of trail management practices. Determine how to use and fund existing visitor centers. Evaluate circumstances and implications of additional facilities. Given budgetary constraints, realistically look at the full

spectrum of options from innovative ways of providing visitor services to operating without visitor centers.

Objective 2: Establish budget structure and improve funding stream for National Scenic and Historic Trail System in the Bureau.

Rationale: *In order to ensure adequate funding to properly protect congressionally-recognized national resources and monitor success, this objective eliminates conflict of purpose and will provide a mechanism to improve funding and identify and track use of designated funds.*

Actions:

- 1. Propose need for subactivity account.** Evaluate a new subactivity account for National Scenic and Historic Trails protection work and activities on BLM lands.
- 2. Propose budget themes for Budget Planning System (BPS).** Consider separate themes for National Scenic and Historic Trails apart from budget themes for associated visitor centers. Consider theme to use innovative methods to enhance visitor services without increases in budget. Work with Recreation, Engineering and Cultural to ensure that life cycle costs of visitor centers and other factors are considered in funding.
- 3. Use existing Challenge Cost-Share (CCS) themes for funding allocations.** Evaluate the need to earmark CCS funds for National Trail System work with partners.
- 4. Create Project Codes.** Identify a separate trail-specific project code for each BLM National Scenic and Historic Trails for expenditure and accomplishment tracking, as well as budget and accomplishment planning.
- 5. Refine Performance Measures.** Refine Program Elements, performance measures, and reporting requirements for National Scenic and Historic Trails for long-term management, assessment, and evaluation.

Objective 3: Clarify and open communication channels within the administrative structure.

Rationale: *Improved communication will facilitate ownership and appreciation of the National Scenic and Historic Trails System within the agency.
An established communication network will result in enhanced internal and external program coordination.*

Actions:

- 1. Develop Bureau-wide Communication Plan.** Develop a communication plan to enhance information sharing throughout the BLM's National Scenic and Historic Trails System

RESOURCE GOAL: Protect and sustain trail resources in order to provide for enriching and inspiring experiences, scenic landscapes and/or historic settings.

Objective 1: Establish and implement national policy and guidance to identify and protect trail resources in conjunction with our multiple-use mandate.

Rationale: *Consistent guidance and need-specific training will provide the management tools and knowledge necessary to make informed and consistent decisions to protect and sustain trail resources for the public benefit.*

Actions:

1. Reconnect legislation to contemporary action. Create a legislative history of the National Trails System Act, subsequent legislation and Executive Order. From this, produce a plain language guide for use by agencies and the public. Coordinate with interested partners.

2. Conduct Policy Review. Review existing policies to determine adequacy for trail administration and trail management.

3. Consider Additional Regulations. Evaluate and determine the need for additional regulations for the administration and management of the National Trail System where BLM has the authority under the National Trail System Act. If needed, promulgate regulations.

4. Develop National Register Bulletins. Recommend to the Department that National Register Bulletins be developed to provide guidance for the inventory, assessment, and evaluation of the integrity of both the National Historic Trail and its setting (i.e., surrounding landscape).

5. Develop manuals and/or handbooks. Develop a series of BLM manuals and/or handbooks that would address resource assessment, protection, and proper utilization of the National Scenic and Historic Trails. Documents would emphasize and expand proper trail management, addressing on-the-ground information, referencing appropriate existing handbooks, and providing guidance. Topics to be considered would include:

- Working definitions that clarify unique features and differences between National Scenic Trails and National Historic Trails
- Inventory and condition assessment
- Deferred and annual maintenance
- Monitoring

- Capital planning and investment controls (Office of Management and Budget (OMB)/property/asset management)
- Trail trace and tread management
- Visual Resource Management (VRM) objectives
- Trail-specific Best Management Practices (BMPs), including energy and minerals, livestock grazing, riparian, wildlife, recreation, wilderness, lands and realty, etc.
- Signing and proper locations
- National Scenic and Historic Trail use permits
- Exotic and invasive plant species
- Fire management rehabilitation
- Realty issues (easements/acquisitions)
- Comprehensive travel management, including off-highway vehicle management
- Section 106/110 of the National Historic Preservation Act
- Section 7 of the Endangered Species Act
- Section 7 of the Wild and Scenic River Act
- Conformance with Land Use Plans
- Trail corridor concept and planning area parameters
- Hazards (i.e., hazardous waste, industrial areas, unsafe structures, hot springs, natural disasters, etc.)
- Accessibility/ Universal Design
- Interim Management between designation and Comprehensive Management Plan (CMP) completion
- Interpretation, education, and public outreach- including interpretation of any or all of BLM's multiple-use functions along trails

6. Develop Training. Develop training for managers, staff specialists and partners, which would emphasize on-the-ground trail management and understanding of the newly developed trail manual and/or handbook. Participate in the development of training and training aids (e.g., internet sites) with the National Training Center for the National Trails System in collaboration with other agencies and partners.

- Training could include: Recreation Opportunity Spectrum; Limits of Acceptable Change; Visual Resource Management; Benefits Based Management; Best Management Practices; monitoring protocols, desired future conditions; and application of National Register of Historic Places criterion.

Objective 2: Ensure National Scenic and Historic Trail management is addressed within the Bureau's planning system.

Rationale: *The integration of the unique management goals and needs of National Scenic and Historic Trails into the Bureau's planning process will identify the scope and condition of trail resources and prioritize on-the-ground solutions for sustained use and protection.*

Actions :

1. Document trail resources. Complete inventory, condition assessments, and evaluations of National Scenic and Historic Trails.

- Use current data standards (such as Interagency Trail Data Standards), performance measures, or other methodologies, ensuring that a data repository is created and maintained.
- Gather data in trail corridor/boundaries, including historic settings and high potential sites and segments where applicable.
- Establish a trail centerline using spatial (e.g., GIS) technology for baseline documentation.
- Develop detailed historic context studies for National Historic Trails, which identify on-the-ground trail resources and condition of specific sites and segments. Evaluate existing historic context studies and update as needed.
- Identify trails as property management assets, capital planning, investment controls, and related issues, as required by the engineering program.

2. Determine level of planning needed. Determine level of planning needed and required for each NSHT. Ensure conformance with Resource Management Plans (RMPs), amendments, or generate amendments as needed. Involve respective partners. Ensure plans meet congressional intent of the specific Act and departmental guidance, i.e. National Trails System Act (Sections 5(e) and 5(f)) and amendments.

3. Prepare Management Plan where required and necessary. Prepare guidance and develop plans as required or needed. Consider the following:

- **Examine Use of Resource Allocation Tools.** Identify and quantify trail resources and address how they fit into the following: Recreation Opportunity Spectrum (ROS), Visual Resource Management (VRM), accessibility/universal design, high potential sites and segments, cultural resource use categories, site-specific condition assessments, and National Register of Historic Places eligibility, etc. Include the identification of trail trace/tread and trail management corridors in trail management plans.
- **Examine Use of Special Designations.** To enhance resource allocation determinations in planning under the multiple-use mandate, examine the use of special management areas along trails (i.e., Areas of Critical Environmental Concern (ACECs) and Special Recreation Management Areas (SRMAs). Consider withdrawals and/or lease and permit stipulations as management tools.
- **Develop Communication Plan.** Develop a communication plan for each trail within the National Scenic and Historic Trails System. Involve partners while analyzing and defining interest, funding, and commitment levels for the development and long-term management of interpretive centers. Identify timeframes, key messages, target audiences, and communication tools.
- **Monitor Trail Resources.** Include an inventory and monitoring program in trail management plans that uses current data standards. With partners define conflicting use areas, separate inappropriate overlap, and educate public on revised use plan. Engage partners in regulation and monitoring of trails.

4. Develop business plans for BLM-administered trails. For each BLM-administered trail, trail administrators with public partners will develop a multi-year business plan to fund pre-plan management, inventory, planning, and plan implementation. It should, at a minimum, consider:

- Marketing strategy plans
- Potential need for or existing visitor and interpretive centers

- Funding/partnership funding
- Challenge Cost-Share (CCS)
- Grants training, development
- Stewardship programs
- Use fees
- Federal Highway Administration grants

PARTNERSHIP GOAL: Engage and encourage partnership involvement in the planning, development, maintenance, and management, where appropriate.

Objective 1: Maintain and enhance the Bureau's relationship with trails partners.

***Rationale:** In the National Trails System Act, Congress recognizes the importance of volunteers and their contributions in the development and management of National Scenic and Historic Trails. By promoting the unique synergy among federal and state agencies, trail advocates and volunteers through partnerships, BLM can discover common ground and innovative approaches to trail management challenges and opportunities.*

Actions:

- 1. Review and Update Partnership Guidance.** Review existing partnership guidance and extract relevant elements. Enhance guidance to meet the unique needs of the National Scenic and Historic Trails Program. Consider status as trail cooperating associations.
- 2. Publish a NSHT Program Toolbox.** This toolbox could include updated Partnership Guidance document, Federal Advisory Council Act (FACA) rules and regulations, toolbox of guidelines, forms, reporting expectations and format, outlines for general actions, limits to responsibilities, acceptable means of recognition, and downloadable format; include an appendix with examples of ineffective/effective partnerships utilizing Partners Case Studies.
- 3. Maintain or establish agreements.** Identify existing Memorandums of Understanding (MOUs) or agreements. Continue or develop, as needed, key MOUs or agreements among agencies, non-profit trail organizations, and related groups.

4. **Create communication channels to partners.** To increase partnership involvements, trail staff and managers will create communication channels to state, local, and grassroots stakeholders that are accessible and responsive, as well as informational. Update annually.
 - Create website that includes BLM trail-related staff (titles and their contact information), as well as partnership information (partner contact info, mission statements, trail relationship histories, and current activities).
 - Link this to the National Landscape Conservation System (NLCS) website.
 - Identify specific BLM manager for each partner to facilitate dialogues between Bureau offices.
5. **Facilitate regularly scheduled meetings.** At every office level, BLM will facilitate regularly scheduled public meetings among trail partners, interested parties, and other agencies to discuss National Trail issues in an organized forum. Recommended annually.
6. **Establish advisory councils or charters, as needed.** The BLM will advocate for the establishment of trail-based advisory councils, which are in compliance with FACA. The BLM will also advocate for the establishment of interagency charters and recommend a leadership council through a charter for each National Scenic and Historic Trail. (e.g., the Continental Divide National Scenic Trail Charter).
7. **Seek new partnerships and volunteers.** Create innovative new partnerships with agencies and non-governmental organizations with similar goals and expectations (e.g., state public education departments). Support volunteerism at all levels of participation, through sponsors, in-kind donations, and hands-on activities to promote stewardship and common goals.
8. **Involve public partners in resource planning.** For BLM-administered trails and interpretive centers, build into all stages of planning, from the preplan forward, the expectation of inclusion of private stakeholder participation. Actions involving partner selection and funding and/or use of federal employees of partners should be consistent with 18 United States Code Section 205, 208, 209, 1913 and Executive Order 12731 requirements.
9. **Provide opportunities for partnership involvement and funding opportunities in plan implementation.** Build into operations and maintenance participation opportunities for partners. Opportunities may include: facilitating partner funding (e.g., private sector dollars and in-kind donations), use fee management, gift catalogues, education projects, resource maintenance, inventory and monitoring, private land ownership roles, third-party contracting, creative staffing, volunteerism, and trail stewards.

VISITOR GOAL: Promote appropriate public access and foster visitor enjoyment, appreciation, and learning opportunities in order to provide for enriching and inspiring experiences.

Objective 1: Incorporate resource management techniques in the planning process to enhance the visitor experience along National Scenic and Historic Trails.

***Rationale:** Appropriate public access can be determined by incorporating resource management tools and techniques, which will allow the Bureau to make informed and defensible resource allocation decisions and provide for sustainable visitor use and resource protection.*

Actions:

- 1. Incorporate Resource Allocation Tools.** Emphasize the inclusion of resource allocation tools (e.g., recreation, cultural, engineering, etc.) in the planning and management processes, such as: Limits of Acceptable Change (LAC), cultural resource use categories, carrying capacity, benefits-based management, Recreation Opportunity Spectrum (ROS), Visual Resource Management (VRM), and accessibility/universal design in the planning process.
- 2. Address Travel Management.** Address travel management issues in the planning process to provide for appropriate public access and needed protection for trail resources.

Objective 2: Establish a consistent approach to permitting use along trails.

***Rationale:** Clarity and consistency in the use permit process will reduce confusion for both BLM managers and visitors to BLM lands, leading to enhanced experiences and protected resources.*

Actions:

- 1. Clarify existing permit guidance.** Clarify application of existing permit guidance for National Scenic and Historic Trails.
- 2. Develop permitting process.** Apply programmatic approach for permitting use (Special Recreation Permits and research permits) along each National Scenic and Historic Trail. New trail plans should incorporate the following:
 - Required permits
 - Identification of lead office to coordinate permits, if necessary
 - Process for coordination

Objective 3: Promote recreation and learning opportunities through improved information access and interpretation.

Rationale: *Improving information services fosters positive visitor experiences, connects people to their natural and cultural resources, and promotes trail stewardship.*

Actions:

- 1. Ensure consistent thematic interpretation.** Ensure consistent interpretation of trail themes along jurisdictional boundaries by developing an education and interpretive plan for each trail or significant trail segment(s). Use themes determined in the Comprehensive Management Plans.
- 2. Improve information access.** Improve availability and access to trail information. Mechanisms for information dissemination include:
 - Official website for each trail
 - Digital library with a database of photos and documents
 - Link to related educational and interpretive sites
 - National ad/marketing campaign
- 3. Provide Education Opportunities.** Provide public education opportunities through interpretive materials and interactions that clarify concepts of appropriate use, local support, public partners support, fee program objectives, permit requirements, and available recreation opportunities along trails.
- 4. Integrate Visitor/Interpretive centers with trail management goals.** Enhance recreation and learning opportunities by aligning existing trail-related visitor/interpretive center objectives with trail management goals. Define the role of existing trail-related visitor centers as a component of trail management practices with focus on conservation ethic. Realistically look at new innovative options of enhancing visitor experiences within budget.
- 5. Customer Satisfaction Survey.** Consider use of customer satisfaction surveys to enhance recreation experiences and to protect trail resources.

Objective 4: Ensure visitor safety issues are identified and addressed along National Scenic and Historic Trails.

Rationale: *There is an expectation that BLM has taken proactive measures to manage risks to visitors. Such measures help to reduce accidents and injuries and subsequent tort claims.*

Actions:

1. Coordinate with Visitor Safety Programs. Coordinate National Scenic and Historic Trails management with existing visitor safety activities under BLM programs. Programs such as Hazard Management and Resource Restoration, the Abandoned Mine Land Cleanup Program, and Facilities Management have components related to visitor safety that can assist, including funding and GIS data.

BLM Draft National Scenic and Historic Trails Work Plan

Objectives	Actions	Season for Completion*	Lead Office
ADMINISTRATIVE GOAL: Institute and formalize the National Scenic and Historic Trails Program within the BLM pursuant to the National Trails System Act and our multiple-use mandate.			
Objective 1: Establish an administrative infrastructure focusing on the National Scenic and Historic Trail System in the Bureau.	1. Assess Workforce.	Winter 2006	WO-172
	2. Establish Trail Expert Team.	Fall 2005	WO-172
	3. Determine need for potential and existing visitor/interpretive centers' roles.	Spring 2006	WO-172/250
Objective 2: Establish budget structure and improve funding stream for National Scenic and Historic Trail System in the Bureau.	1. Propose need for subactivity account.	Summer 2006	WO-172/800
	2. Propose budget themes for Budget Planning System (BPS).	Summer 2005	WO-172/800
	3. Use existing Challenge Cost Share (CCS) themes for funding allocations.	Summer 2005	WO-172/800
	4. Create Project Codes.	Summer 2005	WO-172/800
	5. Refine Performance Measures.	Fall 2005	WO-172/800
Objective 3: Clarify and open communication channels within the administrative structure.	1. Develop Bureau-wide Communication Plan.	Winter 2006	WO-172/600

RESOURCE GOAL: Protect and sustain trail resources in order to provide for enriching and inspiring experiences, scenic landscapes and/or historic settings.			
Objective 1: Establish and implement national policy and guidance to identify and protect trail resources including associated landscapes and historic settings.	1. Reconnect trail legislation to contemporary action.	Spring 2006	WO-172/240/NPS
	2. Review Existing Policy.	Fall 2005	WO-172/630
	3. Consider Additional Regulations.	Summer 2006	WO-172/630
	4. Develop National Register Bulletins.	Winter 2007	WO-172/240
	5. Develop manuals and/or handbooks.	Winter 2008	WO-170/250
	6. Develop Training.	Fall 2006	WO-172/NTC
Objective 2: Ensure National Scenic and Historic Trail management is addressed within the Bureau's planning system.	1. Document trail resources.	Fall 2006	SO/F0s
	2. Determine level of planning needed.	Winter 2007	SO/F0s
	3. Prepare required or necessary management plans.	Fall 2010	SO/F0s
	4. Develop business plans for BLM-administered trails.	Fall 2008	SO
PARTNERSHIP GOAL: Engage and encourage partnership involvement in the planning, development, maintenance, and management, where appropriate.			
Objective 1: Maintain and enhance the Bureau's relationship with trails partners.	1. Review and Update Partnership Guidance.	Fall 2005	WO-172/250/650
	2. Publish a NSHT Program Toolbox.	Summer 2006	WO-172/250/650
	3. Maintain or establish agreements.	Fall 2006	WO/SO/Field Offices
	4. Create communication channels to partners.	Fall 2006	WO/SO/Field Offices
	5. Facilitate regularly scheduled meetings.	Annually	WO/SO/Field Offices
	6. Establish advisory councils or charters, as needed.	Fall 2006	WO/SO/Field Offices
	7. Seek new partnerships and volunteers.	Fall 2006	WO/SO/Field Offices
	8. Involve public partners in resource planning.	Fall 2006	Field Offices
	9. Provide opportunities for partnership involvement and funding opportunities in plan implementation.	Fall 2006	WO/SO/Field Offices

VISITOR GOAL:
Promote appropriate public access and foster visitor enjoyment, appreciation, and learning opportunities in order to provide for enriching and inspiring experiences.

Objective 1: Incorporate resource management techniques in the planning process to enhance the visitor experience along National Scenic and Historic Trails.	1. Incorporate Resource Allocation Tools.	Fall 2009	Field Offices
	2. Address Travel Management.	Fall 2009	Field Offices
Objective 2: Establish a consistent approach to permitting use along trails.	1. Clarify existing permit guidance.	Fall 2005	WO-172/240/250
	2. Develop permitting process.	Summer 2006	WO-172/240/250
Objective 3: Promote recreation and learning opportunities through improved information access and interpretation.	1. Ensure consistent thematic interpretation.	Summer 2006	SO/Field Offices
	2. Improve information access.	Summer 2006	SO/Field Offices
	3. Provide Education Opportunities.	Summer 2006	SO/Field Offices
	4. Integrate Visitor/Interpretive centers with trail management goals.	Summer 2006	Field Offices
	5. Customer satisfaction survey	Summer 2006	Field Offices
	6. Coordinate with Visitor Safety Programs	Fall 2006	SO/Field Offices

*Based on funding, staffing, and priorities

Appendix 1 - BLM National Scenic and Historic Trails Mileage Table

National Trail Name	Type	BLM State(s)	Miles
Iditarod*	Historic	Alaska	418
Juan Bautista De Anza***	Historic	Arizona, California	116
California***	Historic	California, Idaho, Nevada Oregon, Utah, Wyoming	1,391
Nez Perce****	Historic	Idaho, Montana, Wyoming	70
Lewis & Clark***	Historic	Idaho, Montana	369
Pony Express***	Historic	Nevada, Utah, Wyoming	697
Oregon***	Historic	Idaho, Oregon, Wyoming	656
Mormon Pioneer***	Historic	Wyoming	213
El Camino Real de Tierra Adentro**	Historic	New Mexico, Texas	60
Old Spanish**	Historic	Arizona, California, Colorado, Nevada, New Mexico, Utah	887
Subtotal – Historic (10)			<u>4,877</u>
Continental Divide*****	Scenic	Idaho, Montana, Colorado, New Mexico, Wyoming	377
Pacific Crest*****	Scenic	California, Oregon	231
Subtotal – Scenic Trails (2)			<u>608</u>
Grand Total			<u>5,485</u>

*Trail Administered by BLM (Department of the Interior- DOI)

**Trail Co-Administered by BLM and National Park Service (DOI)

***Trail Administered by National Park Service (DOI)

*****Trail Administered by U.S. Forest Service (Department of Agriculture- DOA)

